Lifelong Learning for the 21st Century

A Report on the Future Development of Adult/Continuing Education in British Columbia

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EXECUTIVE SUMMARY

The objective of this study is to make recommendations regarding the policy framework and delivery of adult/continuing education in British Columbia. To do so, good practice at the international and national level has been analysed.

Recent reform of educational training systems in leading O.E.C.D. nations has emphasized the need for clear educational objectives, including the development of a lifelong learning system. Canada and British Columbia specifically have not committed to the principle of lifelong learning as an organizing principle or a social goal. The Province has therefore not systematically provided the commitment, leadership, planning or co-ordination at the Government level to ensure necessary interministerial collaboration.

Nowhere is this lack of leadership and co-ordination clearer than in the treatment of adult/continuing education programs and services generally or adult high school completion (adult basic education) programs specifically. Unclear legislation, lack of a policy framework, an inadequate data base/ reporting system, and inequitable funding systems have created strains in a program area where co-operation and co-ordination among providers is necessary if the learner is to be well served.

Recommendations are made in four areas so that future development of adult/ continuing education generally, and of adult basic education (high school completion) specifically, meets the learning needs of adults for the 21st Century.

First, a series of recommendations is made regarding the creation of a provincial lifelong learning framework and the policies and processes necessary to ensure more collaboration, co-ordination, and common purpose for the more than 12 provincial ministries engaged in education or training. Specific recommendations are made to ensure greater collaboration between the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights and the Ministry of Advanced Education, Training and Technology related to a wider range of adult/continuing education programs, including adult basic education (high school completion). It is recommended that the advanced education Ministry be designated the locus of responsibility for adult/continuing education.

Second, greater equity and access is possible for the adult learner. A number of recommendations are given to ensure equitable financial treatment of providers and learners.

Third, recommendations are made to ensure that adult learners are guaranteed quality programs and services, regardless of provider and that a common credential is available for successful learners. Recommendations to strengthen the reporting systems are made in order to ensure that equity in terms of not only inputs but also outcomes is possible.

Finally, several recommendations are made to enable more systematic response to community needs, including testing of community learning council mode'ls. Interministry co-operation at the provincial and community levels could also enable the development of multi-agency community learning centres to meet a wide range ot recurrent education needs for youths and adults including adult basic education (high school completion), labour market training, English as a second language, career counselling, and varied distance education/open learning opportunities.

General Directions Suggested by this Report

- ✔ Develop a provincial lifelong learning framework and strategy for the 21st century.
- ✔ Establish a locus of responsibility for adult/continuing education at the ministerial level.
- ✔ Establish an adult/continuing education policy framework and related reporting system.
- ✔ Work with equity groups to develop more effective adult/continuing education programs and services.
- ✔ Ensure co-ordination and decentralization of programming to the community level.
- ✔ Provide learning resource centres for youths and adults.
- ✔ Establish adult/continuing education program priorities including:
  - adult basic education (foundations to high school completion)
  - English as a second language
  - multi-cultural/citizenship education
  - community education
  - labour market related education and training.

SUMMARY OF RECOMMENDATIONS

A. A Lifelong Learning Framework

1. Provincial Government - Principles and Legislation

That the provincial government:

1.1 Adopt the concept of lifelong learning as an organizing principle and social goal for education and training programs of all government ministries and agencies, the total public educational system, and the promotion of learning opportunities in the non-formal sector, and that such a view be incorporated in a provincial policy statement.

1.2 Create a capacity to develop a provincial policy framework and implement a provincial lifelong learning strategy.

2. Ministry Level Structure and Roles

That the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights and the Ministry of Advanced Education, Training and Technology agree that:

2.1 They develop and place in statute or in a joint ministerial statement, a commitment to the principle of lifelong learning.

2.2 They develop and implement an interministerial protocol on adult/continuing education.

2.3 The Ministry of Advanced Education, Training and Technology be designated the locus of responsibility for adult/continuing education.

2.4 Steps will immediately be taken to ensure that transition issues involved with designation of the Ministry of Advanced Education, Training and Technology as the locus of responsibility for adult/continuing education will be dealt with systematically.

2.5 A ministerial advisory committee on adult/continuing education be established to advise the two deputies on matters of policy, program priorities, levels of support and administration of adult/continuing education.

2.6 The two ministries will establish a standing interministry co-ordination committee on adult/continuing education.

2.7 They ensure statutory provision for the formation and operation of community learning councils.

B. Equity/Access Issues

That the Ministry of Advanced Education, Training and Technology, with the support of the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights, ensure that:

3.1 Both school district and college adult basic education (high school completion) programs receive appropriate, equitable levels of funding.

3.2 Adult learners gain access to adult basic education programs and services including tuition-free adult basic education (high school completion) programs.

3.3 Fees charged to part-time or full-time students per instructional hour in adult/continuing education programs are comparable.

3.4 Members of equity groups receive increased learning opportunities in order that they will be enabled to be more active participants and citizens in our economy and society.

3.5 Increased support for the Open Learning Agency be a part of a provincial lifelong learning strategy of expanding adult/continuing education programs and services, in collaboration with other providers.

C. Quality Issues

That the Ministry of Advanced Education, Training and Technology and the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights ensure that:

4.1 Adult learners have the opportunity to participate in programs and services designed for adults and involving them in appropriate roles such as need identification and evaluation.

4.2 All providers commit to principles of good practice as identified in a province-wide policy development process.

4.3 The boards of all institutions providing adult/continuing education programs create and make public an Adult Guarantee to prospective students.

4.4 All providers of adult basic education (from literacy level to high school completion) in co-operation with the learner, develop an adult learning plan.

4.5 A common credential be developed for graduates of adult basic education (high school completion).

4.6 An innovative project proposal system is established to encourage development of high quality practice and materials.

That the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights ensure that:

4.7 The student identifier is assigned at least at the conclusion of the Intermediate Program, if not at an earlier stage.

That the Ministry of Advanced Education, Training and Technology ensure that:

4.8 A comparable reporting system on participation and financial data be put in place in the colleges and school districts.

4.9 The Link file project be expanded to include adult basic education, college preparation and vocational/career students.

D. Responsiveness to Community Needs

That the Ministry of Advanced Education, Training and Technology and the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights ensure that:

5.1 Pilot community learning councils be commenced in several communities.

5.2 Guidelines for establishing community learning councils, for determining their membership and their level of financial support, are developed.

5.3 All ministry divisions and agencies collaborate in the development of multi-agency, multi-purpose community learning centres.

5.4 Funding of community education programs be established.

GLOSSARY

Lifelong Learning

An organizing principle and social goal: the opportunity for individuals to engage in purposeful and systematic learning throughout their lives.

Recurrent Education

A comprehensive education strategy for all post-compulsory or post-basic education, the essential characteristic of which is the distribution of education over the total lifespan of the individual in a recurring way, i.e., in alternation with other activities, principally with work, but also with leisure and retirement.

Adult/Continuing Education

Encompasses, primarily for the part-time and/or short-term learner:

(a) preparation for learning (e.g. basic literacy, life skills, English as a second language, adult special education, high school completion, college preparation and remedial programs),

(b) occupation preparation and upgrading (e.g. academic, technical, vocational, business and professional education), and,

(c) community and general interest education (e.g. programs and activities directed towards social, cultural and personal development).

Adult Basic Education (High School Completion)

For purposes of this report adult basic education (high school completion) refers to those programs which lead to certification of high school completion or equivalent for adults.

Community Education

Comprises processes and programs by which individuals or groups are assisted to identify, assess, and meet their learning needs in order to improve the quality of community life.

I. INTRODUCTION

The objective of this study is to make recommendations regarding the policy framework and delivery of adult/continuing education in British Columbia. To do so, good practice at the international and national level has been analysed and the historic context of adult education development in British Columbia taken into account.

A. International Challenge

Few O.E.C.D. nations have undergone the rapid structural economic changes Canada has endured in recent years. Yet Canada, with its provincial education authorities, remains the sole O.E.C.D. member without clear educational objectives for the 21st century.

Lack of national educational goals and strategies is not new. The 1975 O.E.C.D. survey of Canadian education marvelled at the lack of explicit policy across the nation. A 1990 survey of reform of education and training in eight leading O.E.C.D. countries revealed that, unlike Canada, the eight nations had developed clear goals and objectives, including a commitment to lifelong learning and recurrent education strategies.

B. National Response

Canada's reply to the international challenge is found in yet another federal discussion paper. *Learning Well...Living Well* calls for the development of a lifelong learning structure and associated learning culture in Canada. A major theme is that the development of a skilled work force is an economic and social imperative. The creation of a more effective, responsive education system will be necessary to develop and maintain the learning force for a knowledge-based economy.

Adult/continuing education plays a central role in the international debate. The O.E.C.D. identifies it as a major means of developing an effective, flexible education system and a major tool in ensuring social equity. Yet, in Canada generally, and in B.C. in particular, the field of adult education has suffered from a lack of policy direction and commitment over the recent past. In B.C. a ten year process of developing a policy framework, related reporting system and ministerial unit responsible for leadership gave way in 1986 to sporadic practice and general drift (see Appendix A).

II. THE PRESENT SITUATION

The magnitude of the adult/continuing education enterprise in British Columbia is significant by any measure. According to the recently completed Continuing Education Project of the Centre for Policy Studies in Education at the University of British Columbia close to one-third of a million adults participate annually. Of this sum, approximately fifty thousand adults are enrolled in school district, college, correspondence and Open Learning Agency adult basic education (high school completion) programs.

Future demand for adult basic education (high school completion) is assured. Over 16,000 youngsters drop out of high school annually, chiefly at the grade 12 level. Recent Statistics Canada survey data reveal that half of those who leave school early return to learning within the next few years. With the British Columbia system retaining students longer (14 per cent more students stay until grade 12 now than in 1981), future adult basic education learners will have achieved a higher previous level of education than the earlier clientele (see Appendix D).

A. The Issue

The issue which triggered this report was the decision by the previous government to transfer the locus of responsibility for school district adult basic education (high school completion including adult English as a Second Language (ESL) programs) from the Ministry of Education to the Ministry of Advanced Education, Training and Technology. Before 1986, one ministry held responsibility for all formal education, from kindergarten to university. In that year responsibility for the education of all adults except those in adult secondary school completion, the General Educational Development (GED) challenge exam, and some adult English as a second language programs was transferred to the newly created Ministry of Advanced Education, Training and Technology (MAETT).

In July 1991, government approved a policy to consolidate primary responsibility for education of British Columbians over 19 years of age within the Ministry of Advanced Education, Training and Technology in a two phase process. All adult ESL became the responsibility of MAETT effective September 1991 while responsibility for all other adult education programs leading to secondary school completion was to be consolidated within MAETT by the 1992/93 school year.

In December 1991 the new government put the final transfer phase on hold, subject to recommendations arrived at after a consultation process involving the two ministries and a wide range of stakeholders.

B. The Consultation Process

The consultation process has involved three phases. The first was discussion with many senior and mid-management officials in the two ministries. The

second phase involved consultation with senior school district officials (district superintendents, secretary-treasurers, and directors of continuing education) and senior college officials (college presidents, and deans or directors of developmental or continuing education). The first stage included meetings with such disparate organizations as the B.C.T.F. and Project Literacy B.C..

Throughout the consultation process the issue of transfer of locus of responsibility of adult basic education (high school completion) was placed in the wider context of the future development of a lifelong learning system for British Columbia, and the shared concern that the needs of the learner be paramount.

Ministerial officials were also consulted regarding the basis of their mandate, namely the legislative or legal basis, the policy basis, and the associated data and funding base of their activities.

School district and college officials were also consulted regarding three issue areas: quality provision for learners; possible roles of community learning councils or centres, and expanded programming in adult English as a second language, community and multi-cultural education.

C. The Findings

The consultation process within the ministries proved fruitful. The following are key findings regarding the bases for ministerial practice.

1. Legislative or Legal Bases

The existing *School Act* is permissive regarding adult education. It defines "school age" as the age between the date on which a child is permitted to enrol and the end of the school year in which the person is 19 years of age. A school board may also permit a person over 19 years of age to attend an educational program under terms approved by the board.

The College and Institute Act does not specify age; however, it makes the provision of continuing education mandatory. The *Act* includes continuing education as one of the "objects of the college", including comprehensive provision of first and second year university, post-secondary education and training — all of which assume education continuing after 19 years of age. The word "comprehensive" supports the offering of adult basic education and English as a second language programs as post-secondary education.

In summary, neither *Act* speaks to the issue of lifelong learning, however the *College and Institute Act* provides a clear basis for ministerial provision of adult/continuing education while the *School Act* is, at best, vague.

2. Policy Bases

No general or specific policy statement regarding lifelong learning, adult/continuing education, adult basic education or adult English as a second language program appears to be operational. Policy statements regarding fees at the literacy and high school completion levels have been made, however. The

policy statements developed in this field in the period 1980-1983 appear to be forgotten while recent policy recommendations (Provincial Access Committee and Provincial Literacy Advisory Committee reports) have been largely ignored (see Appendices A and E).

3. Data Bases

Perhaps one of the most disturbing findings is the almost systematic lack of data gathering and analysis in this field. The sophisticated and useful reporting system which was developed from 1979 to 1984 has been scrapped, thus making comparative analysis almost impossible, save for one-off snapshots such as the Continuing Education Project. The Link project report excludes students from adult basic education and college preparation programs, not to mention vocational offerings.

Insufficient participation data, no capacity to track many adult students, inadequate social indicators, and no comparative financial information make the management of the adult/continuing education system an art form at best.

4. Funding Bases

Funding issues are central to the provision of educational programming. When there are duplicate delivery agents in the same system the issue is even more crucial and vexing.

Measures to promote co-ordinated, efficient delivery and to ensure collaboration must be enacted. The lack of a reliable comparative financial reporting system makes analysis difficult. Both school district and college adult basic education (high school completion) programs are formula funded. Both formulas recognize similar direct and indirect instructional factors, however a major definitional distinction exists regarding a full-time equivalent student (FTE). The FTE is used in both systems as a means of aggregating student contact hours of both full and part-time students In the school system an FTE comprises some 640 hours of instruction while a college FTE entails 1,230 hours of instruction.

In order to find out what each formula would generate, a hypothetical group of students was created. Senior financial officials in the two ministries were asked how much money a provider would receive (assuming system averages) for this hypothetical group of 100 students 19 years of age and older studying 5 hours a day for 5 days a week for a period of 20 weeks.

The response was as follows:

Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights	$429,000
Ministry of Advanced Education, Training and Technology	$260,000

This difference of some $169,000 reflects a school formula which is over 60 per cent richer than that of the college. When combined with the fact that a college

adult basic education student pays, on average, almost $90 monthly tuition fee, a potential steering effect to the system with the richest formula is evident.

5. Summary

Several factors appear to be motivating the return of school districts to adult provision, particularly of high school completion programs. First, adults in regular day classes are now funded at the same level as youths whereas prior to 1989 adults were admitted gratis, i.e., without generating provincial funds. Second, adults enrolled in continuing education programs (often centres where youths may also participate) also generate block funding whereas they previously triggered significantly less (approximately the same enrolment in 1989-90 generated almost 9 times the funding of the previous formula used in 1988-89).

Further, differential college and school district funding is evident to prospective learners. First, learners who choose a school district program pay no fee while college students pay a substantial fee. Second, some colleges have either closed some college satellite operations or cut back their adult basic education enrolments in recent years in the face of what they consider to be unfair school district competition. Overall the Ministry of Advanced Education, Training and Technology funding allocation has declined. On a system basis from 1987 to 1991 funded full-time equivalent (FTE) enrolments have declined 1 per cent while funded FTEs for university transfer have increased 5 per cent. Meanwhile, in the period 1989/90 to 1991/92 adult enrolments in school district programs (in terms of FTEs) increased by almost 50 per cent while college FTEs declined 1 per cent.

The financial steering effect has begun to impact non-metropolitan colleges with small centres more than the larger urban centres. In those smaller towns where colleges have satellite centres approximately 40 per cent of the funded FTEs, on average, are adult basic education. In several college regions some school districts which had given over all adult education functions some 20 years ago to their local college have, in the last two years, commenced to offer adult high school completion programs or are planning to do so.

Several school districts are developing plans to re-enter adult education provision including traditional post-secondary training. Thus, in some college regions not only the historic agreements which were the basis of college development but also the institutional roles of colleges and school districts are at question.

At this time of limited resources it may be useful for colleges and school districts in non-metropolitan areas to clarify which institution will, in regions where duplication makes no sense, be the sole provider of adult basic education (high school completion). Such agreements could include ways in which resources might be shared to ensure the most efficient and effective delivery of high quality, adult-oriented programs.

III. PRINCIPLES OF DEVELOPMENT AND RECOMMENDATIONS

The issue of recommending a locus of responsibility for adult/continuing education in relation to the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights and the Ministry of Advanced Education, Training and Technology is only one of many issues identified in this study. In order that it, and other concerns, may be dealt with rationally a wider context must be sketched. This context should be a clear policy framework and principles for future development of adult/continuing education in British Columbia.

Numerous assumptions have guided the study, namely:

- the needs of the adult learners are paramount over those of the providing organizations
- adult learners play such social roles as parents, workers and citizens which distinguish them from youth
- adult education practice can assist adults to more effectively play their roles as learners, parents, workers, citizens, community members, and consumers
- adults have the same right as youth to quality provision, including curriculum, materials and methods which are relevant and support services which are accessible
- an array of learning opportunities should be available so that adults may learn at the times, in the places, and in the manner which suits their learning styles whether it be by means of traditional classes, co-operative learning groups, flexible open learning techniques or combinations thereof.

A wide range of inter-related recommendations will be made based on good practice internationally, adult education research including the findings of the U.B.C. Continuing Education Report, and experience in British Columbia. The recommendations will often be of a general nature, emphasizing policies, processes and mechanisms for on-going resolution of issues.

Recommendations will be clustered around four principles for future directions of adult/continuing education. The first recommendations will deal with the creation of a lifelong learning framework in which the concept of lifelong learning is used as an organizing principle and social goal for the government as well as involved ministries.

The second cluster deals with equity and access issues which focus on the needs of learners. The third emphasizes quality issues and the need for a guarantee that the special needs of adults, particularly within equity groups, will be recognized by all providers.

Finally, there will be a series of recommendations to promote increased responsiveness of the adult/continuing education system to community needs.

A. A Lifelong Learning Framework

Throughout the world there has been growing acceptance of the concept of lifelong learning as an organizing principle and social goal. UNESCO and O.E.C.D. have been promoting related strategies for 20 years. Leading O.E.C.D. nations have adopted the concept. Reports on adult/continuing education in British Columbia since 1974 have urged implementation of lifelong learning principles (see Appendix A). The most recent, the U.B.C. Continuing Education Project Report, recommends adoption of a lifelong learning framework. A consensus is clear, the total educational resources of government — both at the provincial and local level — must be harnessed.

1. Provincial Government - Principles and Legislation

In leading O.E.C.D. nations the total resources of the education system — formal and non-formal — have been utilized. In British Columbia more than a dozen provincial ministries and agencies are involved in education, training or the promotion of learning. Yet no overall government policy direction or co-ordinative capacity exists. Thus, at ministerial and regional levels collaboration and co-ordination of education and training initiatives can be characterized as sporadic.

To support provincial social and economic policies, to ensure greater efficiency and effectiveness of public resources, and to enable a planned approach to provision of lifelong learning opportunities by providers in the non-formal (enterprise and voluntary) sector it is recommended that the provincial government:

1.1 ADOPT THE CONCEPT OF LIFELONG LEARNING AS AN ORGANIZING PRINCIPLE AND SOCIAL GOAL FOR EDUCATION AND TRAINING PROGRAMS OF ALL GOVERNMENT MINISTRIES AND AGENCIES, THE TOTAL PUBLIC EDUCATIONAL SYSTEM, AND THE PROMOTION OF LEARNING OPPORTUNITIES IN THE NON-FORMAL SECTOR, AND THAT SUCH A VIEW BE INCORPORATED IN A PROVINCIAL POLICY STATEMENT.

The process used to develop the provincial multicultural policy statement provides a useful model. It was created through a public process and approved by the provincial legislature. A similar process could lead to a provincial lifelong learning statement and an all-party commitment to a new direction for the 21st century.

In order to ensure more efficient use of existing resources and exhibit the government's commitment to interministerial co-operation in achieving government goals, it is recommended that the provincial government:

1.2 CREATE A CAPACITY TO DEVELOP A PROVINCIAL POLICY FRAMEWORK AND IMPLEMENT A PROVINCIAL LIFELONG LEARNING STRATEGY.

Such a capacity could be housed either in a central agency or in the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights and/or the Ministry of Advanced Education, Training and Technology. When it is realized that over $4 billion is expended annually by the two education ministries and hundreds of millions of dollars by other provincial ministries involved in education, the creation of such a capacity is compelling.

2. Ministry Level Structure and Roles

It is equally important that the two education ministries exhibit leadership and commitment to a collaborative approach to a lifelong learning strategy. Thus, possibly as a preamble to their enabling legislation, or as a joint ministerial statement, it is recommended the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights and the Ministry of Advanced Education, Training and Technology agree that:

2.1 THEY DEVELOP AND PLACE IN STATUTE, OR IN A JOINT MINISTERIAL STATEMENT, A COMMITMENT TO THE PRINCIPLE OF LIFELONG LEARNING.

Such a commitment could reflect many of the key elements which UNESCO has identified, such as:

- enabling programs to be viewed as a continuum within a total education system;
- advocating continuing education through not only the formal system but also the non-formal system and informal learning;
- emphasizing that learning strategies should be flexible and provide alternative approaches to suit individuals and groups in their local conditions;
- ensuring that learning strategies pay attention to groups with special needs such as women, natives, the disabled, and visible minorities;
- encouraging an increasing degree of independence and self-directed learning;
- insisting that learning be integrated with the learners' personal, social and occupational domains of life; and
- emphasizing the democratic, as opposed to elitist, nature of a lifelong learning system.

In order to achieve the co-ordination and collaboration necessary to assure adult learners that bureaucratic, institutional and other barriers are removed it is recommended that the two ministries agree that:

2.2 THEY DEVELOP AND IMPLEMENT AN INTERMINISTERIAL PROTOCOL ON ADULT/CONTINUING EDUCATION.

This protocol would clarify the obligations of each ministry and enunciate shared principles such as:

a) greater emphasis on the process of adult learning and the development of skills to enhance it;

b) increased co-operation among institutions and agencies providing adult education;

c) maximum utilization of existing resources;

d) increased public participation in decision-making on programs and services;

e) increased counselling/advisory services for adult learners engaged in a wide range of career, academic, and developmental education; and

f) sufficient decentralization of adult education resources to ensure greater equality of access for all citizens.

Recent experience has highlighted the urgent need for provincial leadership in the field of adult education. The Ministry of Advanced Education, Training and Technology was created to serve the learning needs of adults. It presently has expertise in adult/continuing education while the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights has expertise in the education of children and youth and neither expertise nor a central interest in adult education. The Ministry of Advanced Education, Training and Technology should therefore play a lead role while the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights plays an active support role in this field. It is therefore recommended that:

2.3 THE MINISTRY OF ADVANCED EDUCATION, TRAINING AND TECHNOLOGY BE DESIGNATED THE LOCUS OF RESPONSIBILITY FOR ADULT/CONTINUING EDUCATION.

As such, it will engage in the following principal functions: policy development and leadership, co-ordination and liaison, provincial needs identification, program planning and development, financial allocation in selected program areas, and system-wide monitoring.

Together, the two ministries can promote equitable, high quality programs and services as well as increased responsiveness to local community needs. In order to ensure a high level of service to the two delivery systems the staffing level of the Ministry of Advanced Education, Training and Technology must be increased. Priority should be given to appointment of personnel to deal with adult English as a second language, with community education initiatives, part-time vocational/career programs, and increased support of school district programs.

To ensure that the transfer process is efficient and effective a public announcement should be made immediately. It is therefore recommended that the two ministers shall indicate, as soon as possible, that:

2.4 STEPS WILL IMMEDIATELY BE TAKEN TO ENSURE THAT TRANSITION ISSUES INVOLVED WITH DESIGNATION OF THE MINISTRY OF ADVANCED EDUCATION, TRAINING AND TECHNOLOGY AS THE LOCUS OF RESPONSIBILITY FOR ADULT/CONTINUING EDUCATION WILL BE DEALT WITH SYSTEMATICALLY.

Following the announcement, the following steps should be taken:

a) an interministry transition committee will provide advice regarding an efficient, effective transfer process;

b) the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights will transfer responsibilities as agreed upon by the two Ministries;

c) the Ministry of Advanced Education, Training and Technology will establish an allocation formula for funding adult basic education programs and services;

d) the Ministry of Advanced Education, Training and Technology will also establish a process for funding other adult/continuing education programs.

In order to provide informal advice to the two ministries regarding a wide range of policy and practices it is recommended that:

2.5 A MINISTERIAL ADVISORY COMMITTEE ON ADULT/CONTINUING EDUCATION BE ESTABLISHED TO ADVISE THE TWO DEPUTIES ON MATTERS OF POLICY, PROGRAM PRIORITIES, LEVELS OF SUPPORT AND ADMINISTRATION OF ADULT/CONTINUING EDUCATION.

This committee, comprising individuals from the universities, the Open Learning Agency, provincial institutes, colleges, school boards and the community will provide advice aimed at developing an efficient and effective province-wide system of adult/continuing education as an integral part of a lifelong learning system. It should provide an annual report to the two ministers on the state of the field, attainment of previously agreed upon objectives and the resources necessary to achieve new objectives.

This co-ordination of adult/continuing education programs and services is necessary at both the interministerial and local levels. To promote interministerial co-operation it is recommended that:

2.6 THE TWO MINISTRIES ESTABLISH A STANDING INTERMINISTRY CO-ORDINATION COMMITTEE ON ADULT/CONTINUING EDUCATION.

A number of other ministries should be invited to participate on the committee. Ministries such as Social Services, Attorney-General, Health, Municipal Affairs, Recreation and Housing, Women's Equity, Aboriginal Affairs, Labour and Consumer Services, and Economic Development, Small Business and Trade all have an interest in adult learning. Such a committee would meet several times yearly to exchange information on existing and future policies and programs, and discuss the means to collaborate for greater efficiency and effectiveness.

Such co-operation could also lead to increased interministerial collaboration at the regional or local levels.

In order to ensure program co-ordination at the local community level the development of a mechanism such as a community learning council should be initiated, initially on a demonstration basis. Thus, to enable such a function, it is recommended to the two ministries that:

2.7 THEY ENSURE STATUTORY PROVISION FOR THE FORMATION AND OPERATION OF COMMUNITY LEARNING COUNCILS.

B. Equity/Access Issues

One of the major consequences of lack of ministerial policy and leadership has been the growing inequity and diminished access many learners in the present adult/continuing education system face.

Inequitable opportunities exist dependent upon not only the source of provision but also, in some cases, the age of the learners. For example, an adult enrolled in college adult basic education generates significantly less provincial funding than an equivalent student in a school board high school completion program. In addition, the college student pays, on average, a monthly fee of $90 while a school board program is tuition-free. To ensure equitable funding levels it is recommended that the Ministry of Advanced Education, Training and Technology ensure that:

3.1 BOTH SCHOOL DISTRICT AND COLLEGE ADULT BASIC EDUCATION (HIGH SCHOOL COMPLETION) PROGRAMS RECEIVE APPROPRIATE, EQUITABLE LEVELS OF FUNDING.

If youths proceed from kindergarten to high school completion, they do so tuition-free. If a person leaves school early and decides to return to a college adult basic education program they pay a significant fee. According to principles of lifelong learning a learner should make decisions based on their learning needs, not the steering effect of tuition fees. In accordance with the recommendations of the Royal Commission on Education and the post-secondary Provincial Access committee report, it is recommended that the two ministries ensure that:

3.2 ADULT LEARNERS GAIN ACCESS TO ADULT BASIC EDUCATION PROGRAMS AND SERVICES INCLUDING TUITION-FREE ADULT BASIC EDUCATION (HIGH SCHOOL COMPLETION) PROGRAMS.

The Continuing Education Project report of U.B.C., which analyzed a wide range of programs, reported on an injustice previously identified but never remedied. Namely, some institutions charge considerably higher fees per instructional hour to part-time learners as compared to full-time. Considering that part-time learners often receive fewer support services, it is recommended, as a minimum, that the two ministries encourage providers to ensure that:

3.3 FEES CHARGED TO PART-TIME OR FULL-TIME STUDENTS PER INSTRUCTIONAL HOUR IN PROGRAMS SHOULD BE COMPARABLE.

Economists are projecting a labour shortage as we approach the year 2000. There will be a growing imperative to gain increased participation of numbers of equity groups — women, natives, the disabled, and the visible minorities — in the work force. It is therefore recommended that the two ministries ensure that:

3.4 MEMBERS OF EQUITY GROUPS RECEIVE INCREASED LEARNING OPPORTUNITIES, IN ORDER THAT THEY WILL BE MORE ACTIVE PARTICIPANTS AND CITIZENS IN OUR ECONOMY AND SOCIETY.

Means of removing obstacles to participation must be adopted. Adequate quality child care facilities, increased support services and more equitable financial aid for part-time learners are necessary if more women, especially from low income families, are to engage in advanced education. Culturally sensitive methods and materials must be used in native programs — programs in which natives have been involved in designing. Adult special education programs and services must be expanded, often using new technologies. Equitable opportunities for visible minorities will often be dependent upon the increased provision of quality English as a second language and citizenship education programs.

The potential of open learning techniques, involving not only appropriate mixes of methodologies but also increased collaboration among providers, has not been fully explored. Both the credit bank of the Open Learning Agency and its pioneering work on credit for life experience should receive increased support. It is therefore recommended that the two ministries agree that:

3.5 INCREASED SUPPORT FOR THE OPEN LEARNING AGENCY BE PART OF A PROVINCIAL LIFELONG LEARNING STRATEGY OF EXPANDING ADULT/CONTINUING EDUCATION PROGRAMS AND SERVICES, IN COLLABORATION WITH OTHER PROVIDERS.

Increased support for the Open Learning Agency by a wide range of ministries, voluntary associations, and the enterprise sector could lead to exciting partnerships for lifelong learning. Such a collaborative network could, for instance, substantially increase informed discussion on topics such as our nation's future, or means of local community economic renewal.

C. Quality Issues

International competitiveness has raised the issue of quality provision of adult/continuing education as a central concern. The education and training systems of other O.E.C.D. nations are becoming not only more responsive but also more effective and efficient.

The foundation of excellent adult provision is based on an understanding of the conditions and ways in which adults learn best. A recognition of the roles adults play and the life experience they bring to their learning is crucial to development

of relevant adult/continuing programs. It is therefore recommended that the two ministries ensure that:

4.1 ADULT LEARNERS HAVE THE OPPORTUNITY TO PARTICIPATE IN PROGRAMS AND SERVICES DESIGNED FOR ADULTS AND INVOLVING THEM IN APPROPRIATE ROLES SUCH AS NEED IDENTIFICATION AND EVALUATION.

Statements of good practice have been pioneered in British Columbia by literacy and continuing education leaders. Based on these examples, a future ministerial advisory committee could engage providers from all sectors in creating clear statements. It is recommended that the Ministry of Advanced Education, Training and Technology ensure that:

4.2 ALL PROVIDERS COMMIT TO PRINCIPLES OF GOOD PRACTICE AS IDENTIFIED IN A FUTURE PROVINCE-WIDE POLICY DEVELOPMENT PROCESS.

Such a process will result in the system-wide creation and use of an adult-oriented policy, curriculum, materials, instructor and volunteer training, support services (including adult career counselling) and evaluation processes.

In addition to good practice statements consideration should be given to creation of an ***Adult Guarantee***. Such a Guarantee would be a public commitment by any provider, be it a school district, college, or voluntary association, that it would foster an adult learning environment for all learners. Features of such an environment would include:

- a curriculum designed for adult learners
- associated adult-oriented materials
- instructors, tutors and volunteers trained in adult education methods
- appropriate, accessible support services including counselling.

In view of the provincial government's commitment to service quality, it is recommended that the two ministries ensure that:

4.3 THE BOARDS OF ALL INSTITUTIONS PROVIDING ADULT/CONTINUING EDUCATION PROGRAMS CREATE AND MAKE PUBLIC AN ADULT GUARANTEE TO THEIR STUDENTS.

In addition, consideration should be given by governing boards to development of an associated warranty. A number of college and school board continuing education operations in British Columbia already assure students that if they are dissatisfied with the quality of provision they may receive either a refund or another, more satisfactory program. In the United States a number of school districts are laying plans to offer a "diploma warranty" to all future employers that school graduates will either achieve certain skill levels or the board will re-educate the learner to the appropriate skill level at no cost to the employer or employee. A guarantee to adult learners of quality inputs (relevant, adult-oriented programs) and a warranty of outcomes (valuable skills) will place adult/continuing education at the leading edge of practice.

Further it is recommended that the two ministries establish a policy that:

4.4 ALL PROVIDERS OF ADULT BASIC EDUCATION PROGRAMS (FROM LITERACY LEVEL TO HIGH SCHOOL COMPLETION), IN CO-OPERATION WITH THE LEARNER, DEVELOP AN ADULT LEARNING PLAN.

Such a plan would include not only the immediate but also the future programs which the learner would negotiate. It would also enable the learner and the provider to prepare for the learner's next environment.

Finally, learners engaged in adult basic education (high school completion) should be assured that, regardless of provider, the general learning objectives of their program are acceptable both to other providers and to receiving institutions.

Presently, there are four certificates (Dogwood, Adult Dogwood, College Provincial, and GED) available through five routes. An adult learner may receive adult basic education (high school completion) programs via two school district routes, regular day school instruction or continuing education centre instruction either in schools or storefront locations. There are two distance education providers; the Open Learning Agency with an adult-oriented curriculum, and the Correspondence Branch with a youth-oriented curriculum. Finally, colleges operate adult basic education programs for both full-time and part-time students.

Program articulation presently exists among colleges and with universities and has begun among school districts, however the lack of articulation between school district and college providers in some regions continues to be an obstacle for adult learners.

It is therefore recommended that the two ministries agree that:

4.5 A COMMON CREDENTIAL BE DEVELOPED FOR GRADUATES OF ADULT BASIC EDUCATION (HIGH SCHOOL COMPLETION).

The implementation of the Graduation Program into the school system will enable such a long-awaited reform (see Appendix B). Perhaps one of the most important functions of adult/continuing education is to be an innovative laboratory for leading edge concepts and practice. Often, techniques and methods experimented with in adult education eventually find their way to traditional settings. It is therefore recommended to the two ministries that they ensure that:

4.6 AN INNOVATIVE ADULT/CONTINUING EDUCATION PROJECT PROPOSAL SYSTEM IS ESTABLISHED TO ENCOURAGE DEVELOPMENT OF HIGH QUALITY PRACTICE AND MATERIALS.

The two ministries should co-operate in developing data systems which enable tracking of learners from secondary to advanced education. The Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights should ensure that:

4.7 THE STUDENT IDENTIFIER IS ASSIGNED AT LEAST AT THE CONCLUSION OF THE INTERMEDIATE PROGRAM, IF NOT AT AN EARLIER STAGE.

The two ministries should also agree to development of a comparable reporting system related to student participation and financial data. It is therefore recommended that the Ministry of Advanced Education, Training and Technology work with the field to ensure that:

4.8 A COMPARABLE REPORTING SYSTEM ON PARTICIPATION AND FINANCIAL DATA BE PUT IN PLACE IN THE COLLEGE AND SCHOOL DISTRICTS.

Further, to ensure tracking of adult basic education (high school completion), college preparation and other college students, it is recommended that the Ministry of Advanced Education, Training and Technology ensure that:

4.9 THE LINK FILE BE EXPANDED TO INCLUDE ADULT BASIC EDUCATION, COLLEGE PREPARATION, AND VOCATIONAL/CAREER STUDENTS.

D. Responsiveness to Community Needs

Adult/continuing education in British Columbia has historically responded to community needs. Some school districts have been involved in offering local vocational and academic upgrading programs since the First World War. The U.B.C. Extension Division developed fishermen's co-operatives during the thirties and forties. Colleges have assisted local businesses for two decades. A Consortium of school districts and colleges aided local economic development during the last recession.

Not only socio-economic but also human development needs have been responded to by locally-based adult education operations. Regrettably, the recent Continuing Education Project reports dramatically reduced participation in community education programs over the past seven years. A new strategy will be necessary to reverse this trend.

The importance of continuing education to British Columbia's employers is also clear. A recent survey by the Ministry of Education of Education and Ministry Responsible for Multiculturalism and Human Rights found that employers rated provision of post-secondary continuing education programs to enable employees to take part-time after work courses equal in importance to provision of applied programs. Continuing education was viewed as more important than academic programs (87.2 per cent versus 69.7 per cent).

The future challenge is to move to an even higher level of co-operation which uses the existing resources of the non-formal (voluntary and enterprise) sector as well as those of a wide range of formal providers including the Open Learning Agency, the universities, institutes, colleges and school districts. New partnerships and forms of collaboration at the local level can assure greater impact for fewer dollars. The secret is to develop meaningful models of on-going co-operation at the local level.

The experience of Alberta's Further Education Councils over the past 18 years is instructive. The model exhibits lifelong learning principles in that it includes a

wide range of formal and non-formal providers who identify, assess and meet needs in some 85 localities. Offerings range from early childhood to seniors programs and meet both local and provincial priority needs. Since their inception, Alberta's adult participation rate has led Canada, and the Councils have earned all-party provincial support.

In British Columbia, a variety of proposals to meet similar needs has been proposed. The Association for Lifelong Learning in British Columbia (ALL-BC) has urged development of a provincial system of Community Councils for Lifelong Learning. Several colleges have developed regional networks of advisory committees on community educational needs. Recognizing different local needs and resources, and the necessity to create bodies which reflect the varied range of formal and non-formal providers in different communities, the concept of a community learning council should be evaluated in different communities throughout the province.

To test the efficacy of such a concept in British Columbia it is recommended to the two ministries that:

5.1 PILOT COMMUNITY LEARNING COUNCILS BE COMMENCED IN SEVERAL COMMUNITIES.

The creation of such councils could assist in the resolution of the issue of duplication of adult basic education programming in small communities which can sustain only one quality program. Local people who care about their communities will not tolerate harmful institutional rivalries. However to promote increased collaboration it is recommended that the Ministry of Advanced Education, Training and Technology ensure that:

5.2 GUIDELINES FOR ESTABLISHING COMMUNITY LEARNING COUNCILS, FOR DETERMINING THEIR MEMBERSHIP AND THEIR LEVEL OF FINANCIAL SUPPORT, ARE DEVELOPED.

It is assumed that responsibilities of a council could include such roles as:

a) assessing local needs and reviewing of adequacy of programs and services;
b) maximizing use of existing resources;
c) identifying priorities for the development of further programs and services;
d) co-ordinating programs and services in its locale;
e) decision-making regarding the use of funds made available by the Ministry of Advanced Education, Training and Technology;
f) liaising with the regional labour force development boards regarding local skill formation needs and programs.

One of the clearest impressions gained during this investigation is the lack of co-ordination and collaboration between the two education ministries not only at the provincial but also the local level. Experience in leading O.E.C.D. nations in rationalizing and strengthening delivery of adult education suggests that much more could be done in British Columbia. It is therefore recommended that the two education ministries assure that:

5.3 ALL MINISTRY DIVISIONS AND AGENCIES COLLABORATE IN DEVELOPMENT OF MULTI-AGENCY, MULTI-PURPOSE COMMUNITY LEARNING CENTRES.

The centres, tested initially on a demonstration basis, could be based on several already existing core operations, as well as plans such as the Open Learning Agency proposal for community campus centres linked in a consortium/ network model. The pilot operations would provide a wide range of learner programs and services including:

a) open learning/distance education;
b) labour market skill development;
c) adult basic education (foundations to high school completion);
d) career counselling;
e) adult/continuing education;
f) English as a second language.

The centres could be operated by a consortium of ministries led by the Ministry of Advanced Education, Training and Technology, and could include the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights and the Ministry of Social Services, as well as local colleges and school districts. They would serve youth as well as adults and assure the community and private sector clientele of co-ordinated, efficient, and effective service.

Finally, the Continuing Education Project of U.B.C. highlighted the need for the financial support of community education programs which have been decimated over the past seven years. It also emphasized the need to increase provision of multi-cultural/citizenship education and discussion of public affairs. In order to restore programs which add to the quality of community life, particularly in non-metropolitan regions and disadvantaged areas generally, it is recommended that the Ministry of Advanced Education, Training and Technology ensure that:

5.4 FUNDING OF COMMUNITY EDUCATION PROGRAMS BE ESTABLISHED.

Community education would include programs which promote the following:

a) multi-cultural and citizenship education;
b) local economic development;
c) solution of social problems;
d) family learning;
e) health and safety education;
f) volunteer training.

While community education funding would initially be offered to school district and college operations, it could ultimately be allocated through a community learning council system to a wide range of non-formal providers which, subject to the decisions of local councils, would be eligible for such funding.

APPENDIX A:
THE PROVINCIAL BACKGROUND

A. Reports: 1974-76

Some 18 years ago two consecutive efforts were made to develop a provincial adult/continuing education policy framework. Both involved extensive public consultation by provincial committees and both received limited governmental response.

The first process, initiated in 1974, culminated in "Towards the Learning Community", the Report of the Task Force on the Community College in British Columbia. Included in the report were a wide range of recommendations on adult/continuing education such as:

- creation of a Provincial Continuing Education Advisory Committee
- establishment of a Provincial Interdepartmental Continuing Education Committee
- school board and college provision
- regional co-ordination councils
- tuition-free adult basic education.

In November, 1975, the Honourable Eileen Dailly announced support for implementation of the report's recommendations and made a commitment to the development of a recurrent education system for British Columbia.

With the election of a new government, a public process was initiated in 1976 to define the future role of adult/continuing education in British Columbia. The consultation culminated with a report on continuing and community education. The study called for:

- a provincial government commitment to lifelong learning as the basis for planning the total public education system
- legislation to affirm learner-centred adult education programs and services
- creation of a locus of responsibility for continuing education
- development of community level co-ordination/program councils.

While the chief result of the 1975 report was creation of 5 new rural community colleges, the 1976 report provided a blueprint for almost 10 years of gradual adult/continuing education growth. Key to this developmental process was the creation of a:

- policy framework and related data reporting system

- locus of responsibility for school board/college adult/continuing education
- Ministry advisory committee on adult/continuing education
- list of program priorities such as adult basic education (including literacy), English as a second language, adult special education and community education.

The creation of the Open Learning Institute and the Knowledge Network and their subsequent amalgamation into the Open Learning Agency have been significant developments, some of the seeds of which were sown in the 1976 Report. The growth of this unique open learning organization, with its mission of promoting lifelong learning opportunities, could prove to be a significant building block in the creation of a provincial lifelong learning system.

Despite inclusion of continuing education as an objective within college legislation, no government commitment or local co-ordinative mechanism was developed — omissions which would prove costly to the field in later years.

B. Policies and Programs: 1977-86

In the two years following the 1976 report a series of studies of the state of the field in adult basic education, adult special education, and English as a second language was conducted. These studies proved to be the basis for both future policy and program development.

For example, the 1979 adult basic education report of school district and college personnel recommended:

- a single locus of responsibility within the post-secondary department
- tuition-free Grade 12 equivalency
- increased programs for equity groups
- articulation of high school equivalency programs.

The first product of the Ministry Advisory Committee on adult/continuing education policy development process was the 1980 continuing education policy statement. This umbrella statement was followed in the next three years by policy statements regarding adult basic education (including English as a second language), adult special education, and community education. A draft policy on part-time occupational programming was also developed, but never implemented.

With the creation of a policy framework, an associated reporting system on financial and participation data was put in place, and a manual of social indicators for program planning produced. A continuing education special project system, to enable innovative practice in priority areas, was instituted as well as a province-wide training scheme based on a continuing education programmer's manual. Active participation of both school board and college

personnel on a wide variety of field-based committees ensured closer collaboration and shared expertise.

Over a six year period adult-oriented curriculum material was developed in the fields of adult basic education, adult special education and English as a second language, and implementation workshops held throughout the province. An articulation process was initiated to ensure acceptance of adult basic education credentials across the college and university systems.

A variety of collaborative initiatives was also taken by school districts and colleges concerned with serious socioeconomic conditions. For example, a consortium of providers worked with the unemployed and their communities. Further, a consortium on family learning promoted community-level activities to strengthen family life in British Columbia.

C. Recent Reports and Action: 1988-Present

1. The Ministry of Education

The 1988 report by the Royal Commission on Education is a watershed for educational development in British Columbia. It has provided the basis for reform of the school system in a variety of ways — structure, content and policy.

The Report referred to characteristics of an educational system which facilitates lifelong learning and recommended that school districts and schools incorporate the concept of lifelong learning in planning and delivering educational programs.

It also recommended that "every person in British Columbia has the right to two years of publicly funded education beyond completion of the Common Curriculum (grade 10)". The Report envisaged a variety of implications for learners who would be enabled to leave the education system and return to the school system, or colleges and private institutions when appropriate. It also recognized that if re-entry programs or other flexible arrangements were to be successful, "educational attitudes will have to change dramatically" and that "measures will no doubt have to be taken to reduce the possibility of course or program duplication with provincial community colleges".

Generally, the implementation of the Report has been a gradual process involving extensive consultation with a wide variety of stakeholders. One of the exceptions was the decision in 1988 to include adult students (19 years of age and older) enrolments as part of the fiscal framework.

Unfortunately, measures were not taken to reduce the possibility of duplication with colleges. Nor was the decision to increase funding for adult students in the school system accompanied by the necessary development of either an associated policy framework or staff capacity. Indeed, to this day the Ministry of Education and Ministry Responsible for Multiculturalism and Human Rights operates this expanding program area from the desk of one dedicated official — an official who already has a heavy existing workload in an area of responsibility unassociated with adult education.

2. *The Ministry of Advanced Education, Training and Technology*

A series of recent reports has, among other matters, made recommendations which bear directly on the issues of this investigation.

In 1988 the report of the provincial access committee identified literacy and adult basic education as high priority concerns. It noted, with approval, the "Ministry of Education decision to extend free education at public schools, to the Grade 12 level, to citizens over 19 years of age". The Committee recommended that colleges, beginning in fiscal 1989, be provided with supplementary funding to enable them to assume direct educational costs (fees, books and required supplies) of students taking literacy and adult basic education courses.

In 1989 a Provincial Literacy Advisory Committee, (PLAC), after almost a year of study, reported with 34 recommendations to strengthen adult literacy in British Columbia. In addition to recommending that the Ministry of Advanced Education, Training and Technology exercise a leadership role and co-ordinate efforts in the development and provision of literacy programs and services the report also urged that "all adults in British Columbia be able to pursue studies to the equivalent of Grade 12 without tuition fees".

Finally, the recently released report of the British Columbia task force on employment and training emphasized that the need to promote "lifelong learning is essential". Among its many recommendations were those to increase the flexibility and capacity of the existing skills development system to meet labour market needs — especially in providing entry-level and upgrading opportunities. In addition the Report urged better access through improved career counselling, preparatory training, and English language training. Throughout the report, emphasis is placed upon provision of strong basic skills, namely literacy, numeracy, English as a second language, communication skills and critical thinking.

Even more recent and relevant is the report of the continuing education project. This eight month study, conducted under the auspices of the Centre for Policy Studies in Education at the University of British Columbia, was composed of college, school board and private sector representatives attempting to describe what happened to adult/continuing education from 1983 to 1990.

At the government level it asserts that "there appears to be no government expectation or systematic provision for continuing education". The present situation is characterized by an absence of policy and co-ordination, and an inadequate data base. In regard to ministry roles, policies and guidelines established in the period 1976-83, the Report concludes that none "have been formally reversed or denied — they have simply been ignored".

Despite the lack of ministerial leadership the personal and economic need for learning has led increased numbers of adults to participate in part-time and short-term learning opportunities. The Report estimates that 250,000 adults participated in continuing education programs at colleges, institutes and school

boards in 1990-91. This enrolment was close to 6.2 million contact hours or about 7 per cent of the total provincially funded programs — equal to the size of Camosun or Kwantlen College.

The Report asserts that despite the large numbers of part-time learners, their needs are peripheral to the education system. In the advanced education system, the Report claims that "part-time students and especially vocational part-time students, whatever the circumstances, pay far more and receive far fewer services than their colleagues in fully funded programs". Further, it charges that there is a "general lack of adequate information and counselling services for the individual part-time learners".

The report concludes that there are three characteristics reflected by most college, institute and school district programs:

a) a reduction in services to community organizations, as compared to business, industry and allied organizations;

b) reduced program activity for deprived, needy and disadvantaged people; and

c) a philosophical shift in community programs from "service" to "market" orientation.

The Human Resource Development (HRD) Project, which commenced last year, will be making recommendations related to the reform of the post-secondary system in the province. While both this report and that of the University of British Columbia share common definitions of adult/continuing education, the HRD Project adopts a unique definition. Hopefully the recommendations of both the UBC study and this report will assist the HRD Project and encourage it to view adult/continuing education as playing a more central and dynamic role within a lifelong learning system.

APPENDIX B:
THE GRADUATION PROGRAM

The development of the Graduation Program is part of a process of educational reform that arose from the Sullivan Royal Commission on Education. The Program serves the specific needs of students in the last years of public schooling as they increasingly explore and assume the roles of responsible citizens. In keeping with the need for self-directed, lifelong learners, students in the Graduation Program have responsibility for determining their own pathways to graduation and post-school activities, choices in subject areas, and freedom to negotiate where, when and how learning occurs.

The introduction of this new Graduation Program approach will be a major watershed for education in British Columbia. It will enable good adult education practice to mingle with the leading edge of school provision.

The implications for adults who will choose to return to learning at their local high school in the future are profound. Today, many who are seeking a Dogwood certificate in regular classes or continuing education centres are following the same curriculum and using the same materials as their youthful colleagues.

The future development of a common set of graduation requirements and a common credential will enable the development of adult-oriented learning objectives, materials and methods for adult learners, whether in school board, distance learning or college programs.

The adult learning plan would serve as the personalized learning plan for adult basic education students and access to Open Learning Agency adult-oriented courses for any adult in school district or college programs would ensure quality distance education/open learning provision. In addition, the Open Learning Agency capacity to assess life experience and to provide credit bank services could prove particularly useful to the adult learner seeking advanced credit, or recognition for life experience.

The Graduation Program will also enable adult learners to participate in increased career development, work experience opportunities, career preparation, and Passport to Apprenticeship Programs. Further, adults could participate in advanced credit programs (2+2) which will ensure both dual credit and placement in college programs.

APPENDIX C:
ADULT ENGLISH AS A SECOND LANGUAGE

In March 1991, a report on "Identification of Current Needs and Issues Related to the Delivery of Adult ESL Instruction in British Columbia" was completed by Dr. Alister Cumming. The report involved a demographic analysis, a survey of current programs, and ten case studies related to unmet needs. Some key findings of the Cumming Report are as follows:

Demographic Analyses

- Needs for adult ESL instruction and related settlement services will apply to about 12,000 adults annually arriving in B.C. from overseas in the coming five years, in addition to an existing population which probably numbers between 43,000 adults who speak no English at all and 129,000 very limited English-speaking adults residing in the province now. Well over 140,000 adults in B.C. could make use of ESL instruction in the early 1990s.

- At least 80% of this non-English-speaking adult population resides or will reside in the Lower Mainland and Greater Victoria areas.

- The population with no English proficiency at all in B.C. now consists of about twice as many women as men, even though the gender distribution among adult immigrants arriving in B.C. is almost equivalent upon landing.

- More than 80% of the adult population with no English proficiency at all in B.C. has less than a high school education and more than 70% arrive in B.C. without distinct occupational skills.

- The vast majority (77%) of non-English-speaking adults in B.C. speak Cantonese or Punjabi as mother tongues, although a large number of other languages are also represented.

Current ESL Programs in B.C.

- A total of 14,549 adults was participating in formal ESL instruction in B.C. in January 1991. Of this total number, 12,097 adults were Canadian citizens, landed immigrants, and refugee claimants. About 81% of these permanent residents of B.C. were paying tuition fees, on average, of between $1.00 and $6.60 per contact hour of instruction plus additional fees for program registration, materials, and activities. Only 19% (2,332 adults) of these permanent residents of Canada were under federal government sponsorship for their tuition and course registration in these ESL programs. In addition, 2,452 adults visiting Canada from overseas

formed 17% of the total population in these ESL programs, paying tuition fees which averaged $6.95 per contact hour of instruction.

- Among the adults studying ESL in B.C., 31% had a beginning proficiency in English, 29% had an intermediate proficiency in English, 20% had an advanced proficiency, and 20% were in programs where their English proficiency was not assessed or available.
- Geographically, 91% or 13,228 of the adults participating in ESL programs were in the Greater Vancouver and Victoria areas, and 9% (1,321 adults) were residing in other parts of the province.
- Of the 169 distinct programs for adult ESL instruction offered in B.C., 30% were reported to be for general communication skills, 25% for academic preparation, 19% for employment preparation, and 26% for initial settlement, orientation, and citizenship preparation.
- Among adult ESL programs in B.C., 27% were offered on a full-time basis (more than 21 hours per week), 40% on a half-time basis (10 to 20 hours per week), and 32% on a part-time basis (1 to 9 hours per week).
- Of the total of 990 adult ESL classes offered in B.C. in January 1991, 45% were provided by community colleges and university extension programs, 31% were provided by school district continuing education programs, 11% were provided by immigrant serving agencies, 12% were provided by private businesses, and the remaining proportion (less than 1%) were provided by distance education in people's homes or in specific workplaces.
- Eighty-five percent of the adult ESL classes in B.C. were located in the Lower Mainland or Greater Victoria area, whereas 15% were located in other regions of the province.
- A total of 928 instructors taught ESL to adults in B.C.; 87% of these instructors were located in the Greater Vancouver or Victoria areas, mostly working part-time with an overall, average student-teacher ratio of 1:17. In other regions of the province, 13% of the adult ESL teaching force was teaching 9% of the adult ESL student population (at an average ratio of 1 teacher to 11 students).
- ESL instructors working in B.C. at the time of the survey included 760 people with ESL teaching certificates, diplomas, or bachelor's degrees in ESL education; 202 people with masters or doctoral degrees; and 45 individuals with B.C. teacher's certificates in other specializations. Their experience teaching ESL was; 10% with less than one year experience, 33% with one to five years experience, 27% with five to ten years experience, and 28% with more than 10 years teaching experience.
- Counselling, orientation, interpreting, and translation services in students' mother tongues were said to be available at 45% of the agencies surveyed,

available only for certain languages at another 15% of the agencies, and not available at 39% of the agencies.

- Instruments and procedures reported to be used for student assessment for the purposes of placement in programs or evaluation of achievement varied greatly from agency to agency, showing little overall consistency or common standard.

- More than half of the agencies surveyed perceived needs to be "essential" or "great" for improvement to their curriculum, equipment, materials, resources, instructional staffing, and administrative capacities. Other areas of great perceived need were: program support services, particularly child and day care, various kinds of counselling, and financial aid; facilities, especially classroom space; numerous aspects of program implementation, such as class sizes, scheduling, student assessment, and programming for specific purposes or groups; relations with other forms of adult education, government agencies, immigrant services, and local communities; and teacher certification and professional development.

- Sixty-eight percent of the agencies surveyed said they were not usually able to accommodate all students applying to their adult ESL programs, particularly for beginning level ESL; ESL literacy, programs for specific purposes (e.g., vocational, academic, professional), skills (e.g., pronunciation, writing) or specific populations (e.g., seniors, learning disabled) and part-time evening courses.

- Wait lists kept by 26 agencies document the names of 4,469 adults wishing to register for ESL classes who could not be accommodated in January 1991, almost all residing in the Greater Vancouver and Victoria areas. An equivalent number was documented on waitlists for the autumn of 1990. These non-English speakers not accommodated in current programs were at all levels of English proficiency, represented a variety of language and ethnic backgrounds, and were said to want to improve their English to better their employment prospects or communication at work, to further their academic or occupational credentials, to participate more fully in Canadian society, and to communicate with family members.

Summary

A. Current Situation

1. Needs

Over 50% of all new immigrants to British Columbia arrive each year with no English language ability. One-third of those designated as having English language ability have limited skills. Over 140,000 adults in British Columbia could make use of ESL instruction in the early 1990s.

2. Present Expenditure

Federal expenditure on English language training for adults was $9 million in 1991/92: $6 million through colleges, and about $3 million through non-institutional delivery.

The Ministry of Advanced Education, Training and Technology (MAETT) spent $10 million in 1991/92 on adult language training through institutional delivery; some $700,000 going to school district adult ESL.

B. Future Directions

Despite increased provincial funding, demand for adult ESL continues to outstrip supply due to increased immigration levels, backlog of unmet need, inadequate federal funding, and lack of co-ordination of language policy, funding and delivery between the federal and provincial governments.

The federal language policy is once again changing and the full impact on funding and delivery is being assessed by the Immigration Policy Branch and MAETT.

British Columbia cannot continue to be in a reactive position to the sporadic, often educationally unsound, policy shifts of the federal government. It must create a proactive provincial policy and strategy which includes some of the following elements:

Policy

The MAETT must provide leadership in developing a provincial adult ESL policy. It should collaborate with the Immigration Policy Branch to ensure that such a policy is developed within not only a provincial lifelong learning framework but also provincial, social and economic policy goals.

Serious consideration should be given to adopting a position which Alberta is arguing, namely that the province should be sole administrator of all settlement and integration services and that the federal government must provide the province with appropriate compensation for the provision of these services.

Further, the province should view language training as central to any settlement/immigration strategy and provide and co-ordinate all language training activities regardless of immigration class or labour market intention.

Delivery

Both colleges and school districts should be enabled to offer more adult ESL. Colleges throughout the province should have a critical mass of expertise which, in partnership with voluntary associations and the enterprise sector, would provide quality programs.

School district continuing education units should meet the challenge of increased part-time provision, often working with ethnic and multicultural organizations in their communities. For example, programs such as "Moms and Tots" are effective means of teaching women and their families at the neighbourhood level.

The Open Learning Agency, in collaboration with universities, colleges and school districts, could play a special role in training instructors, tutors and volunteers throughout the province.

APPENDIX D: LEAVING SCHOOL EARLY

While the pejorative term "drop-out" has currency in the media, recent research indicates that the issue of those who leave the school system before they complete grade 12 is a complex and changing phenomenon.

One thing is clear, "dropping-out" is not a terminal event, but a process. The most recent Statistics Canada survey of school leavers (1991) reveals that many students leave and return, either to the same institution or to another provider. Of the 23.7% of Canadian youths who were 20 years old in April 1991, who reported that they had ever dropped out, almost half also reported returning, often several years later.

Delayed Education

The process of delaying further education reflects the finding of British Columbia's *Link: 1990 Highlights*, namely that more students enter college after spending some years outside the education system than enter directly from high school (15% enter college immediately; and a further 18% in the next 3 years). Of those graduating from high school in 1986, 31% enrolled in college academic or university programs immediately; a further 20% had entered the post-secondary system by 1989 (the volume of delayed entry into career or technical programs is unknown).

Shifting Pattern

The school leaving pattern appears to be changing in British Columbia. In 1990/91, 82% of students who commenced in grade 8 began grade 12 and 66% graduated (73% of those who commenced grade 12 graduated). This is a significantly different school leaving pattern from that of 10 years ago. In 1980/81, 68% of students who commenced in grade 8 reached grade 12 and 60% graduated (81% of those who commenced grade 12 graduated).

	% OF GRADE 8 REACHING GRADE 12	% OF GRADE 12 GRADUATING	% OF GRADE 8 GRADUATING	
			B.C.	CANADA
1980/81	68.1	80.8	60.1	65.9
1990/91	82.3	73.3	65.8	N/A

As can be seen, compared to ten years ago, 14% more of the grade 8 cohort last year reached grade 12 and 6% more of that group graduated from grade 12. However, 7% less of the recent grade 12 cohort graduate as compared to 10 years ago.

Conclusion

The practice of leaving school early and of returning to learning later is found throughout the industrialized world. The phenomena of delayed education and/or credentialling in a traditional education system is considered by some to be a traumatic event. In a learning society with a lifelong learning or recurrent education system in place it is one pattern of learning among many.

What British Columbia needs is a public education structure which has many options and alternatives for learners, stronger school to work or further education transitions, and the opportunity to move among the worlds of work, education and recreation at appropriate times throughout one's life. Within such a lifelong learning structure early school leaving will be one of many choices made in a context which promotes relevant learning at appropriate times. A strengthened school system will significantly reduce the numbers who leave school early, just as a strengthened adult/continuing education system will be more able to serve those who are ready to return to the education system.

APPENDIX E:
POLICY STATEMENTS (1980-83)

- Continuing Education
- Community Education and General Interest Education
- Guidelines - Community Education
- Adult Special Education
- Adult Basic Education Programs Including English Language Training

Province of British Columbia
Ministry of Education

Ministry Policy Circular

83.03.30

POST-SECONDARY DEPARTMENT - POLICIES AND PROCEDURES
effective March, 1980

DISTRIBUTION: General

MINISTERIAL POLICY ON THE PROVISION OF CONTINUING EDUCATION IN THE PUBLIC EDUCATIONAL SYSTEM OF BRITISH COLUMBIA

Introduction

Provincial legislation encourages and gives a mandate to public educational institutions in British Columbia to provide a wide range of continuing education programmes for adults. The mandate is expressed in three Acts. The provision of continuing education is mandatory under the Universities Act and the Colleges and Provincial Institutes Act and it is permissive under the Public Schools Act.

Under the Universities Act, a "Director of Continuing Education" is included on university Senate. Universities shall "provide a programme of continuing education in all academic and cultural fields throughout the Province." Senates have the power, subject to the approval of the Universities Council, to provide for courses of study in any place in the Province and to encourage and develop extension and correspondence programmes."

The Colleges and Provincial Institutes Act defines continuing education as including "education or training offered by an institution to adult persons on a part-time or short-term basis." The Minister is required to "coordinate continuing education programmes," and colleges are required to "provide comprehensive continuing education."

Four sections of the Public Schools Act enable school boards to provide educational programmes for adults. Section 163 permits classes to be established for adults and Section 165 provides for provincial funding. Section 189 provides for the administration of grants in accordance with regulations, while Section 242 enables the establishment of trust funds for those programmes.

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The Ministry, while recognizing that extensive and valuable continuing education programming is carried out by the voluntary sector, industry, and other government agencies, limits this statement to the Ministry's area of legal responsibility in the public education system.

Policy

Continuing Education, as provided under legislation, encompasses, primarily for the part-time and/or short-term learner:

(a) preparation for learning (e.g. basic literacy, life skills, English as a second language, adult special education, high school completion, college preparation and remedial programmes),

(b) occupation preparation and upgrading (e.g. academic, technical, vocational, business and professional education), and,

(c) community and general interest education (e.g. programmes and activities directed towards social, cultural and personal development).

The diverse, complex and pervasive nature of continuing education in the public educational institutions of British Columbia, coupled with an extensive financial commitment by the provincial government, requires that there be a centre of responsibilitiy for continuing education within the Ministry of Education which relates to both the Schools Department and the Post-Secondary Department. This is provided by the Division of Continuing Education which engages in the following principal functions: policy development and leadership, coordination and liaison, provincial needs identification, programme planning and development, financial allocation in selected programme areas, and system-wide monitoring.

A Ministry Advisory Committee on Adult and Continuing Education will advise the Deputy Minister's office on matters of policy, programme priorities, levels of support, and administration of continuing education. This committee, comprised of members from the universities, provincial institutes, colleges, school boards and communities will provide technical expertise and advice aimed at developing an efficient and effective province-wide system of continuing education.

The responsibility for delivery of continuing education programmes and activities shall rest with individual institutions. It is essential that each be autonomous with regard to delivery methods and so retain the ability to meet the unique needs of its constituents under the direction of its Board. In the interest of institutional accountability, and the effective use of public resources, provincial guidelines will be developed which shall define institutional roles and provide for appropriate inter-institutional consultation and planning.

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The Ministry shall provide administrative support and the financial allocation (through the appropriate funding mechanisms), in such a manner as to ensure equitable levels of support for all students, as appropriate to their programme of instruction. It will monitor the equity of such allocations and ensure fiscal accountability. There shall be a differential level of provincial financial support dependent upon such factors as the nature of the clientele served and the programme offered. Those programmes which meet basic educational needs, or are primarily of community benefit will be supported by the Province so that programmes may be offered on a tuition-free or low-fee basis. Those programmes primarily of personal benefit will require tuition fees which make a significant contribution to the direct costs of instruction. As well, those shcool boards involved in continuing education have the opportunity of using local taxation revenue to provide additional funds to strengthen their programming. More specific issues regarding level and source of financial support will be discussed in subsequent programme policy draft papers.

March 3, 1980

Province of British Columbia
Ministry of Education

Ministry Information Circular

01 | 83.09.15

GUIDELINES - COMMUNITY EDUCATION

CONTINUING EDUCATORS

SEPTEMBER, 1983

0823-0730

POST-SECONDARY MANUAL: SECTION F: ITEM 5

DISTRIBUTION:

Ministry Management Committee
College Board Chairpersons
College Principals, Bursars
College C.E. Deans, Directors, Coordinators

To school boards with C.E. Operations:
School Board Chairpersons
Superintendents of Schools
Secretary-Treasurers
School District C.E. Directors

Background

In the Ministerial policy on the provision of Community Education and General Interest Education Programs in the Public Educational System of British Columbia (Policy Circular 83.03.30) Community Education is defined as:

"....processes and programs by which individuals or groups are assisted to identify, assess, and meet their learning needs in order to improve the quality of community life."

The purpose of this circular is to provide further guidance to continuing education administrators on the operational definition of the concept of community education, and to ensure that the various budgeting and reporting systems capture comparable data.

Classification of Community Education

Community education, as operationally defined within the British Columbia education system, can usefully be described in terms of seven (7) community education program categories and three (3) community education functions. Together these categories and functions provide a comprehensive framework for classifying community education activities. The matrix below provides a conceptualization of community education as defined by existing policy and practice in British Columbia, as well as operational definitions for each of the program categories and functions.

Each cell in the matrix contains representative examples of appropriate community education activity, under the heading, Current Practice. In addition, examples of possible future activities are provided in order to emphasize that these guidelines are not intended to be static. Instead, they should reflect the educational needs of communities in what is likely to be a rapidly changing, and perhaps significantly different, world in the future.

It is important to note that the three functions of community education described here are not intended to be all-inclusive of community education functions. Rather, they are deliberately limited to those functions which describe prevailing practice in B.C. within the context of the existing policy. It is also important to note that many of the course titles used as examples could apply to vocational or general interest courses in other circumstances. What characterizes them as community education is that they conform to one of the community education functions described on the chart.

COMMUNITY EDUCATION PROGRAMS / FUNCTIONS OF COMMUNITY EDUCATION	FAMILY • FUNDAMENTAL SOCIAL UNIT IN COMMUNITIES, EXISTS IN A VARIETY OF FORMS IN A CHANGING SOCIETY • COURSES SHOULD FOSTER, SUPPORT AND PROMOTE HEALTHY FAMILIAL RELATIONS	HEALTH AND SAFETY • RELATES TO INCREASING THE HEALTH AND SAFETY KNOWLEDGE AND PRACTICE OF THE INDIVIDUAL WITHIN THE COMMUNITY FOR THE COMMON GOOD	ENVIRONMENT AND CONSERVATION • CONCERNS MAN'S RELATIONSHIP WITH AND IMPACT UPON HIS NATURAL ENVIRONMENT	JUSTICE • RELATES TO LEGAL AND HUMAN RIGHTS ISSUES AFFECTING THE COMMUNITY	ECONOMIC AND CONSUMER BEHAVIOUR • TO ENCOURAGE COMMUNITY MEMBERS TO IDENTIFY THEIR NEEDS AS CONSUMERS AND STRENGTHS AS PRODUCERS IN ORDER TO MAXIMIZE ECONOMIC SELF-SUFFICIENCY AT THE LOCAL LEVEL	CULTURE AND HERITAGE • RELATES TO PRESERVATION AND ENHANCEMENT OF THE HISTORY, TRADITIONS AND CULTURAL IDENTITIES WITHIN THE COMMUNITY • IMPROVE CROSS-CULTURAL UNDERSTANDING	CITIZENSHIP • TO ENCOURAGE COMMUNITY MEMBERS TO EXERCISE THEIR RIGHTS AND RESPONSIBILITY AS CITIZENS IN A DEMOCRATIC SOCIETY THROUGH CIVIC PARTICIPATION AND COMMUNITY INVOLVEMENT
TO RAISE PUBLIC AWARENESS • relates to community issues, problems, opportunities • stimulates constructive solutions • provides channels of communication between different cultural and socio-economic groups within the community	**CURRENT PRACTICE: e.g.,** Family violence Adoption/fostering Aging, death, dying Child sexual abuse **FUTURE POSSIBILITIES: e.g.,** Changing family structure Our aging society Crisis management skill training Adapting to endemic unemployment	**CURRENT PRACTICE: e.g.,** Drug and alcohol Self defense for women Rape prevention Stress management **FUTURE POSSIBILITIES: e.g.,** Preventive health programs Overcoming stress/altering lifestyle Health disaster planning Safety in the workplace	**CURRENT PRACTICE: e.g.,** Pollution Ecology Solar energy workshop Survival skills CORE **FUTURE POSSIBILITIES: e.g.,** Pollution Ecology Environmental job hazards Solar energy workshop Survival skills Lifestyles: impact on the environment	**CURRENT PRACTICE: e.g.,** Drug and alcohol Citizen advocacy Law/legal awareness Human rights Tenants' rights **FUTURE POSSIBILITIES: e.g.,** Self advocacy/know your rights Racial discrimination Freedom of information/laws and practices	**CURRENT PRACTICE: e.g.,** Renter's rights Technological change Metrication Career alternatives Changing job market (women) **FUTURE POSSIBILITIES: e.g.,** Living with technological change Global village Control of information Changing job market (women) Community and economic development	**CURRENT PRACTICE: e.g.,** The cultural mosaic Citizenship Local history Biculturalism/bilingualism **FUTURE POSSIBILITIES: e.g.,** Global village/community Racial tolerance	**CURRENT PRACTICE: e.g.,** Citizen advocacy Volunteerism Options for women Community independence/ disabled **FUTURE POSSIBILITIES: e.g.,** The changing nature of work and leisure
TO DEVELOP SKILLS FOR SERVICE AND LEADERSHIP IN THE COMMUNITY • primarily benefits others rather than the individual • strengthens the community • develops potentialities for leadership and service which exist within the community	**CURRENT PRACTICE: E.G.,** Parenting Caring for the elderly Adoption/fostering Mom and me Child care in the home Prenatal fitness **FUTURE POSSIBILITIES: e.g.,** Lay family counselling Training of trainers	**CURRENT PRACTICE: e.g.,** First Aid CPR Sign language Search and rescue Caring for the elderly **FUTURE POSSIBILITIES: e.g.,** Hospice Self care Training of trainers	**CURRENT PRACTICE: e.g.,** Citizen advocacy Leadership training **FUTURE POSSIBILITIES: e.g.,** Training of trainers Leadership training Advocacy training Urban renewal	**CURRENT PRACTICE: e.g.,** Drug and alcohol Tenants' rights Welfare rights **FUTURE POSSIBILITIES: e.g.,** Advocacy skills Training of trainers	**CURRENT PRACTICE: e.g.,** Consumer advocacy Leadership training **FUTURE POSSIBILITIES: e.g.,** Consumer lay counselling Consumer advocacy Community economic development	**CURRENT PRACTICE: e.g.,** Preserving heritage buildings/ sites **FUTURE POSSIBILITIES: e.g.,** Leadership training Advocacy training Training of trainers	**CURRENT PRACTICE: e.g.,** Volunteer leadership Fund-raising Citizen advocacy Effective communication **FUTURE POSSIBILITIES: e.g.,** Need for networking Training of trainers
TO PROVIDE ACCESS TO PROGRAMS FOR SELF-HELP FOR THE DISADVANTAGED • encourages participation of adults who are unable to pay tuition fees, books, childcare • includes the unemployed, low income single parents, low pension senior citizens • usually serves as an entry point toward further education	**CURRENT PRACTICE: e.g.,** Parenting Life skills Aging, death and dying Mom and me **FUTURE POSSIBILITIES: e.g.,** Living with technological change Forming self-help groups	**CURRENT PRACTICE: e.g.,** Safety Drug and alcohol Lifeskills Health Nutrition **FUTURE POSSIBILITIES: e.g.,** Health promotion through nutrition Forming self-help groups	**CURRENT PRACTICE: e.g.,** Alternative inexpensive energy sources **FUTURE POSSIBILITIES: e.g.,** Quality of life/urban environment	**CURRENT PRACTICE: e.g.,** Drug and alcohol Law for the layman Human rights Family law Tenants rights Demystifying the court process **FUTURE POSSIBILITIES: e.g.,** Legal and human rights Self advocacy/know your rights Forming self-help groups	**CURRENT PRACTICE: e.g.,** Schemes, scams and cons Consumer education **FUTURE POSSIBILITIES: e.g.,** Living with technological change	**CURRENT PRACTICE: e.g.,** Painting for handicapped/ seniors' ceramics **FUTURE POSSIBILITIES: e.g.,** Community history for seniors	**CURRENT PRACTICE: e.g.,** Options for women Skills for communicating Understanding the political process Community independence/ disabled **FUTURE POSSIBILITIES: e.g.,** Leadership training Forming self-help groups

Province of British Columbia
Ministry of Education

Ministry Policy Circular

83.03.30

POST-SECONDARY DEPARTMENT - POLICIES AND PROCEDURES
effective 82.03.22

POST-SECONDARY MANUAL: SECTION F: ITEM 2

DISTRIBUTION: General

MINISTERIAL POLICY ON THE PROVISION OF ADULT SPECIAL EDUCATION PROGRAMS IN THE PUBLIC EDUCATION SYSTEM OF BRITISH COLUMBIA

Policy

The Ministry of Education views adult special education as an integral part of the total educational enterprise within public education institutions. It is the policy of the Ministry of Education that those disabled adults whose needs can be met by a public educational institution will have reasonable access to appropriate learning opportunities.

Ministry Responsibilities

The Ministry of Education, subject to the Legislature approving funds, will be responsible for:

1. developing guidelines which will assist and encourage institutions to offer learning opportunities to disabled adults;

2. coordinating programs on a province-wide basis.

Other areas where the Ministry will be active will include: encouraging cooperation with and among appropriate federal, provincial and local agencies and institutions to develop a coordinated approach to financial assistance and general programming; ensuring the development of curriculum resources; providing and coordinating learning resources in specific instances where it is necessary to do so (e.g. for visually impaired students); and encouraging innovative programs and methods of delivery.

It is recognized that programs and services for the disabled adult require a differential level of financial support from other programs because of the nature of the services provided.

.../2

The Ministry shall provide administrative support and financial allocation, subject to the Legislature approving funds, in such a manner as to ensure institutions have the capability to fulfill the responsibilities outlined in this statement. It will monitor the equity of institutional allocations and ensure fiscal accountability. The Continuing Education Division of the Ministry will serve as the focus of responsibility in relation to adult special education.

Institutional Responsibilities

The responsibility for the administration and delivery of adult special education services and programs rests with individual institutions. It is recognized that all institutions will not be able to provide all services to the disabled. Some institutions will serve as regional or provincial level resources in highly specialized program or service areas. However, through a variety of delivery systems, a wide range of education opportunities for disabled adults throughout British Columbia will be provided, and wherever possible, social, financial, physical, transportational and geographical barriers to access will be ameliorated. Public education institutions are already required to comply with the B.C. Building Code. It is the Ministry's expectation, therefore, that new facilities will be physically accessible to the disabled, and that reasonable measures will be taken to make current facilities accessible in specific instances where physical access is required by a disabled adult student or students.

Many existing organizations and agencies also offer learning opportunities to disabled adults. Public educational institutions are just one area of opportunity for the disabled, and it is not the Ministry's intention to encourage educational institutions to duplicate or encroach upon educational opportunities which are already available to disabled adults.

It is the policy of the Ministry of Education that those disabled adults whose needs can be most appropriately met by a public educational institution will have reasonable access to appropriate learning opportunities. Public educational institutions have a particularly important role to play in assisting those disabled adults who have the potential for achieving a measure of independence.

As part of its mandate to provide programs and services to the communities it serves, each institution will be encouraged to provide disabled adults with adequate counselling and support services, access into existing programs, and specially designed programs, where necessary and appropriate. Institutions will be encouraged to provide professional development opportunities for instructional and support staff, and cooperate with all relevant agencies to facilitate the provision of necessary educational services to disabled adults such as technical aids, interpreter and notetaking assistance, suitable transportation and financial assistance.

.../3

Definitions

Disabled Adults - persons who possess physical, neurological, mental and/or emotional problems which significantly limit and/or interfere with their education. Such a person may be learning disabled, mentally disabled, physically disabled, visually impaired and/or hearing impaired.

Adult Special Education - those access/support services and programs which enable disabled adults to be integrated into existing institutional programming and/or to achieve a greater degree of independence.

March 22, 1983

Province of British Columbia
Ministry of Education

Ministry Policy Circular

83.03.30

POST-SECONDARY DEPARTMENT - POLICIES AND PROCEDURES
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POST-SECONDARY MANUAL: SECTION F: ITEM 1

A MINISTERIAL POLICY ON THE PROVISION OF ADULT BASIC EDUCATION PROGRAMS INCLUDING ENGLISH LANGUAGE TRAINING IN THE PUBLIC EDUCATION SYSTEM OF BRITISH COLUMBIA

Policy

The Ministry of Education recognizes that it has a responsibility to foster learning opportunities for adults in British Columbia who have not had the opportunity to develop some or all of those skills required to function successfully in Canadian society. It is the policy of the Ministry to provide, to adult citizens and landed immigrants residing in the province, reasonable access to high quality adult basic education programs.

Ministry Responsibilities

To assist the educational institutions in discharging their responsibilities the Ministry will:

1. Coordinate programs on a province-wide basis.

2. Develop curriculum resources and a Provincial Resource Centre

3. Encourage and support the development and evaluation of innovative programs and methods of delivery to meet identified local needs.

4. Facilitate program evaluation and needs assessment by developing and maintaining such data and records as are required.

5. Coordinate province-wide provision of the General Educational Development examination.

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And subject to the Legislature approving funds:

6. Provide equitable financial support for programs throughout the province, recognizing geographic, demographic, and socio-economic factors.

7. Provide funding for support services such as libraries, counselling, administration, and assessment of learning disabilities.

8. Provide funding to assist institutions with professional development.

Participation in adult basic education programs frequently has been precluded by social and economic barriers. In an attempt to overcome such barriers and to enhance access to adult basic education, the Ministry will:

1. Provide financial assistance programs for those part-time and full-time adult basic education students who require such assistance.

2. Cooperate with appropriate federal and provincial agencies in developing a coordinated system of income support to eliminate financial barriers to adult basic education.

3. Cooperate with the Ministry of Human Resources in facilitating the provision of child care services for students who require such services.

4. Encourage cooperation with and among appropriate federal, provincial and local agencies and institutions which have a role in the provision of adult basic education (e.g. Canada Employment and Immigration Commission, Libraries, Corrections, Community Vocational Rehabilitation Services).

Institutional Responsibilities

All regions of British Columbia have significant proportions of the population that require or would benefit from adult basic education programs. The responsibility for the development, administration and delivery of adult basic education programs rests with the colleges, the institutes and the public schools. To ensure that a wide range of adult basic education programs and services are available to local communities, institutions are responsible for developing a cooperative, coordinated approach. The Ministry of Education shall provide administrative support and financial allocation, subject to the Legislature approving funds, to ensure that institutions have the capacity to fulfill the responsibilities outlined in the statement.

Definitions

The Ministry of Education will facilitate the provision of programs commonly referred to under the umbrella term 'adult basic education'. The definition of "basic education" for youth, schooling up to grade 12 level, is accepted as "basic education" for adults.

Adult basic education programs are grouped, for purposes of this statement, into four categories based on their educational goals.

1. **Basic Literacy:**

   programs designed to provide adults with skills in learning, reading, writing, spelling, listening, speaking, and computation, to the grade 8 level, together with the coping and interpersonal skills that will assist adults to deal adequately with real life situations.

2. **Academic Upgrading:**

   programs designed to provide the prerequisite skills and certification required by adults to achieve their personal or career goals (e.g. adult secondary school completion, College Preparation or Foundations).

3. **Pre-Vocational:**

   programs designed to facilitate adult entry or re-entry into the labour force or vocational training (e.g. Basic Employment Skills Training, Basic Training for Skills Development, Employment Orientation for Women).

4. **English Language Training:**

   programs designed to provide non-English speaking adults with sufficient skills in English language, citizenship and cultural comprehension to participate effectively as citizens, workers, parents, and learners.

A high school completion certificate may be obtained upon successful completion of a program approved by a superintendent of schools and delivered through a local school district, a college, the Correspondence Branch or the Open Learning Institute. The only grade 12 equivalency program for which the Ministry issues a certificate is the General Educational Development (G.E.D.).

Province of British Columbia
Ministry of Education

Ministry Policy Circular

83.03.30

POST-SECONDARY DEPARTMENT - POLICIES AND PROCEDURES
effective May, 1980

POST-SECONDARY MANUAL: SECTION F: ITEM 4

DISTRIBUTION: General

A MINISTERIAL POLICY ON THE PROVISION OF COMMUNITY EDUCATION AND GENERAL INTEREST EDUCATION PROGRAMS IN THE PUBLIC EDUCATIONAL SYSTEM OF BRITISH COLUMBIA

Introduction

In 1978/79, colleges had some 5,000 registrations in programs designated community education and 82,000 in general interest education courses while the corresponding enrolments in school board programs were over 10,000 and 94,000. Community schools, universities, and provincial institutes also provide community education and general interest education programs, but no precise data on enrolments were available.

Community education and general interest education programs comprise a significant portion of continuing education enrolments in British Columbia. This statement is intended to provide a firm foundation of policy support at the provincial level for both types of programs. This document is confined to programs offered by the public educational system although it is recognized that similar programs are provided by several agencies in some communities. It is also recognized that the Universities Council of British Columbia is responsible for allocation of funds to universities for these program areas.

Definitions

It is the announced policy of the Ministry of Education to facilitate the provision of community education and general interest education programs. These programs comprise a cluster of activities which are directed toward social, cultural and personal development.

General interest education programs pertain to applied personal skills and effective use of leisure time for personal development. They seek to develop the individual's capacity to make effective use of leisure time and to create opportunities for adults to explore new interests and develop new skills.

.../2

Community education comprises processes and programs by which individuals or groups are assisted to identify, assess, and meet their learning needs in order to improve the quality of community life. Community education programs contribute to the resolution of such issues as mental illness, pollution, metrication, parent education, and nutrition.

Policy

The Ministry currently recognizes and will continue to recognize a distinction between community education and general interest education. There shall be a differential level of provincial financial support dependent upon such factors as the nature of the clientele served and the program offered. Those programs which are primarily of community benefit will be supported by provincial grants to institutions and school districts so that programs may be offered on a tuition-free or low-fee basis. Those programs primarily of personal benefit will require tuition fees which make a significant contribution to the direct costs of instruction.

Although the benefits of general interest education programs accrue primarily to individuals, such programs may also contribute to the quality of life and the stability and satisfaction of the work force. The Ministry is also aware that in some rural or isolated communities there are few, if any, alternative providers of general interest education programs.

Therefore,

1. **The Ministry will provide financial support, within limits established by Treasury Board, for approved administrative costs of general interest education programs but requires that tuition fees make a significant contribution to the direct costs of instruction of such programs offered by school boards, colleges, and institutes.**

2. **The Ministry will provide significant financial support, within limits established by Treasury Board, for the direct instructional costs of general interest education programs in communities where there are few alternatives or where such programs are part of a planned process to encourage participation by geographically, economically, or socially disadvantaged adults.**

The benefits of community education accrue primarily to society in terms of creating a more satisfied and stable work force, ameliorating social problems, improving community life, and fostering social and economic development. Given the importance of community education in the social and economic life of communities in British Columbia, the Ministry intends to take a number of steps to extend and enhance the efforts of institutions in this program area. Within financial limits established by Treasury Board,

1. **The Ministry will foster coordination among public educational institutions in providing community education.**

.../3

2. The Ministry will provide funding on an equitable basis for community education programs offered by authorized public education institutions.

3. The Ministry will provide financial support on an equitable basis for community education coordinators employed by authorized institutions.

4. The Ministry will provide funding for approved continuing education special projects aimed at identifying needs and developing community education programs.

5. The Ministry will assist authorized institutions in providing in-service training for their community education staff members.

May 1980

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